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REPORT

Including Summary Statement

Regional Development Review 1968

MUNICIPAL PLANNING CONSULTANTS CO. LTD.		
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**CENTRAL ONTARIO REGIONAL
DEVELOPMENT COUNCIL .**

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CHAPTER 2


BACKGROUND

2.1 Regional Development in the Provincial Government

On Tuesday, April 16, 1968 Prime Minister Trudeau presented his white paper "Vision for Development". In the preamble of that statement three essential principles were announced:

1 PREFACE

The Central Ontario Regional Development Committee (CORDC) was requested by the Provincial Government to review and prepare a statement of Development in their Region. The CORDC engaged Foundation of Canada Engineering Corporation Ltd. (FENCO) as consultants to assist and advise on the methodology, evaluation and reporting. A summary of the review was prepared and formally submitted on 29th November 1968. This report represents the CORDC's goals, study process, evaluation review and recommendations upon which the summary mentioned above had been based.



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CHAPTER 2
BACKGROUND

2.1 Regional considerations by the Provincial Government

On Tuesday, April 5th, 1966 Prime Minister Robarts presented his white paper "Design for Development". In the preamble of that statement three essential principles were enunciated:

"In the first place, this Government accepts the responsibility of guiding, encouraging and assisting the orderly and rational development of the Province. In the second place, we believe that our efforts should be complementary to the private sector of the economy in helping to create an atmosphere for growth and development. In the third place, we believe that policies must be cast in the mould of Ontario's conditions and not simply borrowed from other jurisdictions where fundamental characteristics and institutions may differ".

Consequent to this pronouncement, at the annual meeting of the Central Ontario Regional Development Council on May 30, 1968, the Honourable Robert Welch, Q.C. Provincial Secretary and Minister of Citizenship described three important tenets of the Provincial Regional Development Program:

"-- the development of a stronghold for Regional Growth which will allow each Region to reach its potential, in both economic and overall cultural growth;

-- the coordination of activities, particularly among Provincial Departments but also involving Federal and local groups so that a maximum of harmony and efficiency can be achieved in Regional Development; and

-- careful attention to the wisest possible use of the natural environment, whether by land use planning, or the control of air and water pollution".

2.1 Regional considerations by the Provincial Government (cont'd)

The Provincial Government implemented the first stage of the "Design for Development" with the appointment of a Cabinet Committee to assist in the carrying out of the Regional Development Program. At this time the Regional Development Associations were recognized by legislation and renamed Regional Development Councils. These Councils were acknowledged as important agencies whereby public and corporate advice could be obtained on regional considerations.

2.2 Directive from the Provincial Government

The Provincial Government, in the course of its deliberations on Regional Development, required the CORDC to submit a Development Statement for the ensuing five years similarly it required statements from the other nine economic regions in the Province.

Recognizing that the various regional statements should have common objectives but also bearing in mind the singular nature of this Region, in as much as the problem is not the lack of development, but the control of it, the Director of the Regional Planning Branch issued the following directive to the CORDC:

"In further reference to your 5 year program, this question should now be reviewed on the basis of the information in the Metropolitan Toronto Regional Transportation Study (MTARTS).

2.2 Directive from the Provincial Government (cont'd)

"It is now my wish that your Council should expend as much energy as possible - towards an analysis and recommendation on the contents of the MTARTS study. If your investigation and zone meetings bring to light other factors which your board sees fit to incorporate within your report, this would also be acceptable.

Your Council is asked to arrive at the general recommendations under points 1 to 5 on pages 5 and 6 of "Points for Consideration by Regional Development Councils".

These points are:

- "1. To identify those problems where solutions lie in urban expansion whether the urban units are large or small.
2. To recommend specific urban units for specialized functions.
3. To identify those problems which are not closely tied to urbanization, and to recommend solutions.
4. To assign priorities concerning solutions to the above mentioned problems over the proposed five-year period 1968-1972. Specifically what problems should be dealt with in 1969, which in 1970, which in 1971, and which in 1972.
5. To recommend measures for control of land uses, both rural and urban".

This instruction, together with the statement "Design for Development", and the tenets pronounced by the Hon. R. Welch, Q.C., referred to previously, provided an explicit and valuable guide to the CORDC and furthermore gave to

2.2 Directive from the Provincial Government (cont'd)

the Council authority and direction to undertake this study.

2.3 CORDC Role

In the light of the directive received, the CORDC reviewed its role. The Council then saw itself as a quasi-Regional Planning Board and the MTARTS Plans as possible draft Official Plans for the Region.

Accepting this role, the Council was obliged to gather informed public opinion on local and Regional problems and carefully weigh these in their capacity as a "Regional Planning Board" (CORDC) to achieve a Regional Statement. To satisfy this end the present internal structure of the CORDC was ideally suited to seek and obtain public opinion.

2.4 CORDC Goals

The CORDC recognized the precept that development of a large and complex Region must be considered in the light of valid and well-founded principles which are based upon accepted community objectives. With these principles in mind the basic social goal proposed for this review by CORDC is as follows:

"to achieve a richer environment within which to live under a system of effective control or restraints which is kept to a minimum so as to maintain the greatest freedom of choice and opportunity".

2.4 CORDC Goals (cont'd)

The Council reaffirmed their "Principles of Regional Development" previously adopted by them as follows:

1. The region is not an administrative unit or a political one.
2. While stimulus may and should come from higher levels of government, action must start at the municipal level.
3. Fact finding should precede policy making.
4. Surveying or research should be separated from administration.
5. The community is entitled to seek its own good, provided its proposals can be accommodated in the overall pattern of the Region.
6. Guidance is preferable to regimentation.
7. Policy should be determined by elected representatives.
8. Team work at the Regional level is essential.

2.5 Consultants Terms of Reference

For their Development Review the CORDC engaged FENCO as consultants to assist and offer professional advice.

The terms of reference broadly stated the role of the consultant as follows: assisting in the preparation of public opinion studies, preparing any special material

2.5 Consultants Terms of Reference (cont'd)

deemed necessary to evoke public or committee response, guiding the public deliberations, examining and explaining the implications of the conceptual trend and goals plans embodied in the MTARTS study, collating and advising the CORDC on the problems enunciated by members of the public or the Council and preparing the report on a Regional Development Statement.

CHAPTER 3

STUDY DESIGN AND DATA COLLECTION

3.1 Method

The CORDC, with the assistance of the consultant, adopted the following procedure to achieve their goal in preparing their Development Statement and Recommendations:

Procedure A: Public response and attitudes to
Public Response problems (both present and future)
and the form of Regional Development,
as exemplified by MTARTS, would be
solicited from informed and active
participants in local affairs.

Procedure B: Regional review of public attitudes
CORDC and problems would be undertaken by
Regional Review the CORDC together with other valid
considerations that they could bring
to bear on the subject.

These procedures are amplified in this chapter.

3.2 Procedure A - Public Response

To evoke and obtain public reaction to the CORDC issues it was decided to hold a series of public meetings, in a sample of representative communities. Informed spokesmen and groups would be invited to attend and express their

3.2 Procedure A - Public Response (cont'd)

opinions as they relate to this study. It was expected that both written and verbal comments would be received.

3.2.1 Selection of meeting places, participants and aids.

It was anticipated that the attitudes and problems experienced in the Region would vary with the size of municipality and its environment. To sample the opinion of respondents with similar environmental characteristics the Region was divided into the following three environmental categories - Rural, Suburban and Urban.

Within the CORDC Region there are fifty-six municipalities contained in four counties. These have been categorized and consist of the following:

17 rural townships, 7 rural villages, 7 rural towns, 6 suburban townships, 6 suburban villages and towns, and 8 urban cities or towns (including the Boroughs of Metropolitan Toronto as one unit).

The criteria used to establish these categories was as follows:

Rural: Those municipalities in an obvious rural setting which were surmized to be less affected by urban growth pressures than areas nearer Metropolitan Toronto were classified as rural municipalities.

3.2.1 Selection of meeting places, participants and aids (cont'd)

Suburban: Municipalities assumed to be subjected, or potentially subjected, to urban growth pressures and which do not reveal all the characteristics of a community with a sufficient economic base were classified as suburban Municipalities.

Urban: All remaining municipalities, including all those communities near enough to Metro Toronto urban environment, or communities with a sufficient economic base to compete with other urban communities in the Region were classified as urban Municipalities.

For the purpose of sampling public opinion it was decided to conduct public meetings. A stratified sample of communities with respect to environment and population characteristics were provisionally selected from each category and are listed below (and as shown on Drawing No. 1).

TABLE 1

Provisional List of Representative Communities and Boards

<u>Rural</u>	<u>Suburban</u>	<u>Urban</u>
Town of Acton	Town of Streetsville	Town of Richmond Hill
Township of Nassagaweya	Township of Vaughan	Town of Whitby
Township of King		Metropolitan Toronto (Planning Board)
Village of Stouffville	Township of Pickering	Central Ontario Joint Planning Board

3.2.1 Selection of meeting places, participants and aids (cont'd)

TABLE 1 (Cont'd)

Provisional List of Representative Communities and Boards

<u>Rural</u>	<u>Suburban</u>	<u>Urban</u>
Township of Reach	Town of Georgetown	City of Toronto
Village of Port Perry	Town of Mississauga	City of Oshawa
Township of Caledon		Town of Burlington Town of Oakville Town of Port Credit

The structure of the CORDC is such that its members have an appreciation of those various spokesmen and groups who are informed and articulate on local and regional issues. In addition the municipal and corporate members of the CORDC are well qualified to speak on the local and regional problems, since they represent interests in the areas where the major problems of urban growth are occurring.

In a study of this nature it is necessary to sample a broad cross-section of opinions. For this reason it was decided to seek the cooperation of representatives from Councils, Planning Boards, Civic Officials, Civic Action Groups, Private and Business Sectors. Requests were subsequently sent to the Councils of the municipalities to be sampled requesting the cooperation and attendance of

3.2.1 Selection of meeting places, participants and aids (cont'd)

those interested in participating in a CORDC public meeting dealing with the CORDC issues. The CORDC personally selected and invited informed spokesmen from the private and corporate groups referred to above. To further guide the communications, at these meetings kits were prepared consisting of a condensation of the MTARTS study process and objectives, together with an illustrative display of the Trends and Goals Plans. The kit, which included a questionnaire, was addressed to possible local issues and the selection of a Regional Plan. In total twenty-one meetings were planned. The location of actual meetings is shown on Drawing #1 in Appendix 6.6.

3.2.2 Format of Public Meetings

Prior to the public meetings the kits were issued to the invited participants so that considered reactions and discussions might be obtained.

The proceedings of the meetings were to be tape recorded for future perusal and record purposes.

The zone representative from the CORDC would chair the meetings in his County. In his opening address he would outline the origin of the CORDC, the goals of this study, and the purpose of the meeting.

The chairman would be followed by two presentations by senior representatives of the Consultant. Firstly, MTARTS and its Plans would be elaborated on to give both

3.2.2 Format of Public Meetings (cont'd)

an appreciation of the conceptual nature of these proposals and the merits and deficiencies of the various Plans.

Secondly, the effect of such macro planning would be related to the local scene to suggest possible environmental and social changes that the public should recognize in the course of their deliberations.

Following these introductory discussions, briefs or completed questionnaires would be presented with an accompanying short dissertation where necessary.

The next step on the agenda would be for the CORDC representative to lead the meeting through the questionnaire and generate response to the possible issues contained therein.

In the course of discussion a consensus of opinion would be sought under the various subject headings and problem areas. These discussions were to be directed and encouraged by the CORDC Executive Director and the Consultant's representatives. It was not expected that all meetings would be conducted in an identical manner.

3.3 Procedure B - CORDC Regional Review

At the outset of this study it was anticipated that the Council would hold evening meetings, during and subsequent to conducting the public review. At these meetings

3.3 Procedure B - CORDC Regional Review (Cont'd)

invited experts and the Consultant's representatives would give addresses on major components of the Study and related aspects and, where necessary, offer professional advice to the Council members. At an early date in this work the CORDC decided to concentrate these above activities into an intensive weekend workshop towards the conclusion of the series of public meetings. With this intensive review the issues could be more readily assimilated and their inter-relationship appreciated. Based on these deliberations the CORDC would determine the contents of a report, embodying recommendations in answer to the directive and related to their goal. The Council would be re-convened as necessary in order to review and approve the final report.

CHAPTER 4
ANALYSIS OF DATA

4.1 Introduction

In following the study methodology described in Chapter 3, certain departures and modifications occurred, and these are outlined below.

Meetings were held in the following representative communities as shown on Drawing No. 1:

<u>Rural</u>	<u>Suburban</u>	<u>Urban</u>
Town of Acton	Town of Streetsville	Town of Richmond Hill
Township of Nassagaweya	Township of Vaughan	Town of Whitby
Township of King	Township of East Whitby	
Township of Reach		
Village of Stouffville	Township of Pickering	
Village of Port Perry		

4.1 Introduction (cont'd)

As can be seen from Drawing Number 1, meetings with ten communities did not materialize due to various factors such as; reluctance on the part of the prospective participants, no convenient date for both parties, the time of year and the short time period actually available for public meetings. The Township of East Whitby was added to the list.

The format of the public meetings remained substantially unchanged except for those meetings at Acton and Whitby. At the meeting held in Acton there was a good attendance of elected, corporate and citizen groups, and private participants. This was the first meeting in the series, and became the pilot model for subsequent meetings. It was discovered that no briefs were prepared in advance of the meeting but the participants were nevertheless interested in pursuing the issues, using the questionnaire as a guide.

This procedure confirmed that directing public discussion through the specific points of the questionnaire would produce more meaningful results.

The meeting held at Whitby was attended by the Town Council and municipal officials as the only participants.

4.1 Introduction (cont'd)

In essence it was a Council Meeting with the CORDC invited to sit in. To account for this different arrangement, the CORDC decided to depart from the normal approach at public meetings by not following the questionnaire but still covering the basic requirements of the other meetings.

Tape recording equipment was set up at all public meetings except at Nassagaweya and Whitby. At these meetings the transcript was obtained with longhand notes.

The significant conclusions of this study hinge on the interpretation by the CORDC of public expression of attitudes and problems. It should be borne in mind that data gathered in this type of study usually have inherent limitations. Wherever these were recognized, and where possible, due account was made in the deducting process.

Certain deficiencies of the tape recordings were revealed, namely; inconsequential and repetitive remarks, failure to properly address the microphone, etc. It was therefore necessary for experienced observers who attended the meetings to edit the recordings, to obtain both meaningful and succinct edited transcripts of the public discussions at meetings. The edited transcripts are available in CORDC files. Another important source of public and official opinion was contained in the questionnaires and briefs, completed by groups in the various municipalities solicited.

4.1 Introduction (cont'd)

In total seventeen questionnaires were completed and returned -- of these nine, seven and one respectively were in the rural, suburban and urban categories, directly representing more than one hundred and fifty selected persons. Four formal briefs were received two coming from each suburban and urban category. The information contained in the questionnaires and briefs provided a very useful supplement to the more spontaneous results of the public meetings. A careful reading of these results revealed consistent trends and important reactions and attitudes of public groups.

4.2 Public Attitudes and Problems

It should be noted that a full range of attitudes and problems were encountered and the following represents the interpretation of the prevailing, or more representative points of view, summarized for each area of the environmental categories. In general the differences in attitudes and problems were related to the impact effect on each of the environmental categories by urban development and the rapid growth of the dominant central area. The following discernible problems are stated under each category, not necessarily in order

4.2 Public Attitudes and Problems (cont'd)

of importance, as were apparent from the transcripts, completed questionnaires and briefs, as judged in the analysis process.

4.2.1 Rural

Problem (R1) Rising land costs due to urban expansion and limited supply of designated and serviced land.

This aspect was discussed at most meetings. The effect being more marked nearer the centre of urban growth -

"... need for moderately priced housing - there is a lack of land for this".
(Richmond Hill meeting);

"... applications to incorporate industries within Stouffville are being deterred by high land prices and the high cost of servicing the land".
(Stouffville meeting).

Problem (R2) Impact of high taxes, particularly in regard to fixed income groups.

This point was evidenced at a few meetings where it was felt that retired persons were not maintaining their assets to account for the increasing tax burden, and in other places high taxation

"makes places less desirable as retirement areas".
(Stouffville meeting).

4.2.1 Rural (cont'd)

Problem (R3) Inability of all municipalities surveyed to attract sufficient commercial and, or, industrial development.

This inability was expressed at all meetings although the strength of concern appeared to diminish with the size of the community and its distance from the urbanized areas. Evidence of this problem is scattered throughout the briefs and transcripts.

"Financially they cannot afford to promote industry ... though they want it".
(Nassagaweya meeting).

"... we don't have enough land for industry to promote a proper (assessment) balance".
(Streetsville meeting).

Problem (R4) Agricultural economic efficiency being adversely affected by increasing taxes, land prices, and labour problems.

At the majority of meetings the problems of agriculture were judged to be acutely aggravated by the urban competition for land and labour. The concept of radical changes of agricultural techniques whereby farming could compete as a user of land in an urban environment, was foreign to the participants. Discussion of the necessary radical changes were insufficient to pass comment on the willingness to accept modern farming concepts.

"Farm land being sold at prices too high for a farmer to buy and economically operate".
(Stouffville meeting).

"The trend in farming seems to be a lost cause".
(East Whitby meeting).

4.2.1 Rural (cont'd)

Certain evidence was presented that industrialised or special type farms could profitably exist in this environment -

"small fruit farmers are dropping out and being replaced by large fruit farms".
(Port Perry meeting).

However, opinions were fragmentary and some times were contradicted at the same meeting (E. Whitby meeting).

Problem (R5) Plight of the farmer caused by low price of agricultural products.

This point was frequently brought up but its cause was certainly not clearly recognized in the discussions on agriculture. The inefficiency of production in this environment is supported by such statements as -

"Farming cannot subsist in this environment and economy".
(Pickering meeting).

Problem (R6) Use of residual land in the areas of expanding urbanization.

The uncertainty as to the use of residual agricultural land was particularly expressed in those areas where land speculation was most apparent.

"... serious farming economy and culture being upset by incoming gentleman farmers".
(East Whitby meeting).

Conversion of land for urban purposes is an inevitable fact of urban growth and stresses the need for planning and development control. The Acton Chamber of Commerce

4.2.1 Rural (cont'd)

brief states that a Regional Plan is necessary for "inter-relation, integration and preservation of farm land".

Problem (R7) Forced stability, instability or threatened stability of municipal finance.

This problem describes a region wide difficulty particularly evident in the rural and fringe areas.

This difficulty is generally attributed to an insufficient tax base for municipal expenditures.

"Forced stability" (Nassagaweya meeting): some municipalities control their outlays at the expense of needed improvements or new works. "Instability" (Stouffville meeting): alternatively certain municipalities in the course of implementing improvements to enhance their community do so with the consequent spiralling in residential taxation. "Threatened stability" (Pickering Township meeting): lastly certain townships are threatened with potential residential development which will make heavy demands on their limited financial resources.

Problem (R8) Lack of municipal services to foster growth.

Regardless of the size of the rural community they expressed a desire for new industrial development but were generally unable to encourage such undertakings.

4.2.1 Rural (cont'd)

This inability was due to the shortage of resources to finance the installation of municipal services or other inducements. (Nassagaweya meeting and others).

Certain areas indicated a desire to grow and had perhaps the financial capability to do so, however due to policies, or indecision, of government agencies the installation of services that would foster growth were tactically or otherwise forbidden or delayed. (Port Perry meeting and briefs).

Problem (R9) Uncertainty as to the municipal role in future development of the Region.

This uncertainty was not clearly enunciated but is evidenced in the written briefs and transcripts by the strong support for Regional Planning. At the Acton meeting the Town Clerk expressed the issue as follows:

"we cannot say what is good for Acton until we know what position Acton will play within the Region".

In summary, there were strong opinions in these communities to perpetuate their present character and role and to remain as quiet residential communities (without "smelly industry") or as basically farming communities. Nevertheless, with changing conditions and growing urban pressure, there were desires expressed in these centres which ranged from

4.2.1 Rural (cont'd)

minor adoption of urban aspects to full-fledged development.

4.2.2 Suburban

This category contains probably the most important and complex municipalities embraced by the CORDC study, due largely to the fact that the Metropolitan shadow or fringe area contains most of these communities except for urban centres such as Oakville, Whitby, etc.

Conditions in agriculture in the Suburban category communities are similar in kind to those of the Rural category, however they have deteriorated to a degree at which very few significant or convincing opinions were expressed for preserving even prime farmland in these areas.

This category is subjected to urbanizing forces to such an extent that a brief indication of the effect would give a better understanding of the issues at hand. The area of land in and around Toronto required for "urban purposes" totalled some 190 sq. miles in 1958 (Source: Atlas of Canada), correspondingly in 1968 this area totalled some 280 sq. miles (Source: CORDC Map). i.e. The urban area is expanding at an approximate

4.2.2. Suburban (cont'd)

rate of 6,000 acres/year. It is reasonable to assume that there is a similar progressive expansion of the fringe effect. Gertler & Smith¹ found that for every acre of fringe farmland lost to urban development another two acres fall into the urban shadow. The Metropolitan fringe is spreading at an approximate rate of 12,000 acres per year. Presumably this condition would be encountered around other urban centres in the Region but possibly not as markedly.

An attempt to curb the problem of fringe expansion by (say) doubling the net "residential" density would only reduce the fringe expansion by some 20%.

Problem (S1) Conflict between private and public interests creating discordant development and restricting orderly growth.

This concern was expressed at the meetings and in the briefs by quoting a variety of examples that are indicative of the conflicts characterizing this problem. It is in this suburban environmental area that economic and governmental forces are in full conflict and the casualties in the form of damage to local economies, community blights and urban dislocation are apparent. The following quotations illustrate this point.

¹Article (October 24, 1961) by R.K. Krueger presented at Resources for Tomorrow Conference.

4.2.2 Suburban (cont'd)

"The extension plans for Toronto International Airport ... conflict with existing contiguous land uses".
(Streetsville meeting).

".....we have conducted this boundary survey to see if we should disappear or enlarge our border".
(Streetsville meeting).

This last remark could infer a conflict of interests for adjacent land.

"Because of their financial situation, municipalities cannot stop development and they cannot develop on a rational basis".
(Vaughan Township meeting).

"... imbalance in assessment structure ... O.M.B. will only allow 100 residential permits per year".
(Pickering meeting).

"Any major housing development would require provincial or federal assistance unless all related costs were borne by the developer".
(Brief from Township of E. Whitby).

"Speculators have made land buying prohibitive".
(Brief from Rotary Club of Streetsville).

Problem (S2) Malfunctioning or non-existing co-ordination between various Federal, Provincial and Municipal agencies.

"A lack of coordination is apparent between various divisions of government".
(Streetsville meeting).

In the public view possibly the greatest deficiency in development control results from the failure of the many local, Provincial and Federal agencies to co-ordinate and plan for the rapid urban growth in areas that were

4.2.2 Suburban (cont'd)

recently in a rural setting. The lack of concerted and rational administrative structure has created areas of confusion and discordant urban development. Reference to the brief by Councillor J. Kruger (Pickering Township) included in the Appendix amplifies the concern expressed in this matter.

Problem (S3) Government procrastination causing uncertainty at the local level.

Although this sentiment is not prominent in the briefs or edited transcripts, it was certainly vocally expressed at the public meetings. For example:

"... as a businessman when I want a truck I make a decision. I do not discuss it with 25 or 50 people then wait five years, - .. find that policy and business requirements have changed ... meanwhile I have suffered five years inconvenience without the essential truck..."

"will any of the recent reports be considered and implemented by the government, in particular MTARTS".
"Streetsville meeting).

Problem (S4) Lack of adequate transportation connections with the Central Core from the northern communities.

Whilst vociferous agitation was apparent in connection with this point, as exemplified by the "Go North" brief in the Appendix and reference to the Richmond Hill and Vaughan Township transcripts and briefs, less outspoken

4.2.2 Suburban (cont'd)

complaints in this regard were also expressed in the other suburban sectors -

"connected to Metro by County Roads which are limited to half loads in spring".
(East Whitby Township brief).

Problem (S5) Large scale developments conflicting with the plans and needs of adjacent communities.

The townships surrounding Metropolitan Toronto have been subjected to the effects of a rapid growth in population. One of these effects has been an active land market with a consequent rapid increase in land values. -

"in 1962 only 24% of all homes in the Metro Area were being built outside Metro proper as compared with 50% in 1966 and a probable 60% by 1980".
(Toronto Real Estate Board Statistics).

The proliferation of large-scale land settlement proposals, often in conflict with the intentions and needs of adjacent communities characterize these areas. This display of progress and prosperity is frequently in contrast with insufficient municipal resources.

This situation has occurred in quite a number of locations and is exemplified by the situation in Pickering Township. The rapid growth of the Bay Ridges residential development has created a large tax base imbalance and the township is experiencing difficulties in

4.2.2 Suburban (cont'd)

attracting and/or providing for industry in order to achieve a more balanced assessment.

"We just could not absorb any more residential development, so we had to ration it. --"
(D.J. Plitz, Township Clerk, Toronto Star, August 19th, 1968).

Thus the rural township dweller's needs are being compromised in the process of catering to the municipal requirements of the new suburban type resident.

Problem (S6) Loss of open space amenities and recreational areas.

The significant comment in regard to "loss of amenity" was that the landscape was being marred as a result of extracting sand and gravel deposits. The Townships (both rural and suburban) are unable to remedy this situation without financial assistance.

There was also some concern that natural amenities were being spoiled as a result of pollution (particularly of water). The public or official appraisal of these situations were not in the form of quantified statements and should be read in that light.

Problem (S7) Deficiencies in water and sewage facilities create growth constraints.

Deficiencies in both water supply and sewage facilities are evidenced in these communities, particularly those in the Metro-fringe. Even some of those communities

4.2.2 Suburban (cont'd)

abutting Lake Ontario face imminent heavy investments, particularly for sewage treatment facilities. A consequence of this deficiency is a restriction in growth. All the municipal briefs list these services with a high priority and invariably request Provincial (or Regional) financial assistance.

The situation in the townships north of Metropolitan Toronto is equally critical. In these areas, the Ontario Water Resources Commission will no longer permit the discharge of effluent, whether treated or not, into the existing water-courses. The ability of these areas to allow for expanding growth is therefore dependent on a Provincial decision as to a sanitary sewer interceptor system outfalling directly into Lake Ontario.

4.2.3 Urban

The Town of Richmond Hill and the Town of Whitby were the locales of public meetings in this category. Some 86% of the Region's population reside in this category of community, comprising 74% domiciled in Metropolitan Toronto and 12% in other places. Consequently it might be considered that the problems expressed by the above two communities are not necessarily representative

4.2.3 Urban (cont'd)

of the whole. As mentioned earlier, other meetings were anticipated but not realized in this category.

From the two towns represented, the significant community objectives appear to be a function of their relationship to the Toronto Community; and whether the urban community considers itself part of the Metropolitan Toronto community or as a competing independent urban entity.

From the meetings with, and briefs from the above mentioned municipalities the following issues were extracted;

Problem (U1) Lack of planning on a broader geographic basis.

The Richmond Hill Planning Board firmly endorsed Regional Planning on a continuing basis and the need for sufficient funds to insure its implementation in the Region. The same topic was also discussed and endorsed at the CORDC public meeting.

It can be inferred from comments in the press that the other urban towns in the Region share the above concern. Oakville Town Council has endorsed a policy to pursue some form of regional government. However some doubt exists as to the adequacy of metropolitan type planning for regulating growth in a Region.

4.2.3 Urban (cont'd)

The following quotation by W. Wronski, Metropolitan Toronto Planning Commissioner, evidences this limitation in the Metropolitan Toronto Planning Area:

"During the last 14 years, growth within the Metro planning area substantially took place within Metropolitan Toronto itself with a co-ordinated administration implementing the plan concept. Now that development is increasingly taking place outside the Metro limits, the same degree of co-ordination of growth is not evident. And this points to a need to re-examine both the plan and the implementing machinery if growth is to proceed rationally in the future".
(Toronto Star, August 17th, 1968).

Problem (U2) Insufficient tax base to support balanced growth and maintain community identity.

This aspect was discussed extensively at the Richmond Hill public meeting. The town has an unbalanced assessment and also lacks space for industrial development. A recent annexation may assist in alleviating the problems, however, it would appear from the meeting transcript that the residents foresaw the town remaining a dormitory type community. To propagate this role and to reduce otherwise stringent restrictions on needed local improvements, etc., some system of tax base equalization is thought to be necessary, otherwise residential development must be retarded to save service and land capacity for industrial development.

4.2.3 Urban (contd')

The Town of Whitby was seriously concerned that its exclusion from the Industrial Equalization Program placed it at a dis-advantage and restricted its growth. This in essence is a financial concern.

Problem (U3) In some instances existing municipal boundaries are impeding balanced growth.

This problem was evidenced at Richmond Hill (and also Streetsville, which might also be placed in the suburban category) where an annexation has proved necessary to allow for potential industry in order to create a broader base for assessment. A similar problem is contemplated if the town wishes to expand in a southerly direction in order to integrate development in a manner compatible with the needs, structure and character of the town.

Whether this facet would be, or is a problem in other urban centres is conjectural and possibly unlikely.

Problem (U4) Difficulties for extension of public services

In both towns difficulties were anticipated in financing the next stage of public services (mainly sewage treatment) that would be needed to cope with the population or desired industrial growth.

4.2.3 Urban (cont'd)

In summary, the urban communities do not presently appear to possess serious civic problems. They are concerned about their capability to achieve their destiny as prospering and important urban centres. They evaluate provincial programs (MTARTS, Regional Government, etc.) according to the extent to which they will support their aims. There was some doubt in both places as to what local benefits would accrue from an MTARTS-type regional plan. Conversely, they were optimistic about the ability of some form of Regional Government to rationalize development and provide a better basis of revenue and expenditure. In fact, the opinions expressed were that effective Regional Government might permit the delegation to the local level of many powers presently exercised by the Provincial Government and thus permit the Province to concentrate on its programs in rural and northern areas.

4.2.4 Public Attitude and Problems Diagnosed

The nature of this review does not warrant nor permit an analysis of the historic development of the area particularly since it is well documented elsewhere and the facts are reasonably self evident that this has been an area of substantial growth and investment.

4.2.4 Public Attitude and Problems Diagnosed (cont'd)

It was accepted as given by the CORDC that this Region is faced with an expanding population growth that could and should be allowed to settle therein. The root problem is therefore to achieve the efficient management of provincial and local resources to control such growth whilst optimizing the social and economic environment. At all of the public meetings the participants expressed strong views that the problems could best be resolved by broader based planning and the revision of the present system of taxation: recognition was indicated that these could be achieved by some form of regional plan. These considerations were in due course examined by the CORDC in their review and evaluation of the study problems. The general findings of the review were consistent with much current opinion - federal, provincial, municipal and private, etc., which can be summarized as follows:

The social and economic necessity of planning and controlling the environment in its broadest physical, social and aesthetic sense can only be achieved by collective thinking and participation.

To achieve this purpose a Plan is necessary.

4.3 CORDC Views

During the course of the study, meetings were held by the CORDC with the Consultant, when progress and subsequent Committee participation were discussed. As previously mentioned the original intent of CORDC was revised so that they would concentrate their review of the public opinion at a weekend workshop when they would also take professional advice to arrive at their conclusions on the Development Statement. The program for the Workshop was subsequently formulated and agreed upon as follows:

CENTRAL ONTARIO REGIONAL DEVELOPMENT COUNCIL

COUNCIL WORKSHOP - GUILD INN

Saturday, November 9, 1968

P R O G R A M

A.M.

9.30 WELCOME AND OPENING REMARKS - President L.A. Duby

4.3. CORDC Views (cont'd)

A.M.

9.40 AN OUTLINE OF REGIONAL PLANNING

Discussion of forms and components
of regional plans.

- Professor H.M. Mayer
Kent State University
U.S.A.

10.40 QUESTION PERIOD

11.00 DEVELOPMENT AND HOW IT HAPPENS

Discussion of examples and means by which
development can be stimulated and brought
about by public and private interests.

- D.J. Reddington,
M.T.P.I.C.

11.30 QUESTIONS AND DISCUSSION

11.45 FRINGE AREA DEVELOPMENT

Discussion of the nature and problems of
fringe area growth

- questions of "compensation-betterment"
- systems for selecting and development
priorities, etc.
- Prof. Norman Pearson
University of Guelph

P.M.

12.15 QUESTIONS AND DISCUSSION

2.00 TRANSPORTATION AND REGIONAL DEVELOPMENT

- P.E. Wade, P.Eng.
- FENCO

2.20 ENVIRONMENT AND PUBLIC SERVICES

- R.H. Fletcher, P.Eng.
M.T.P.I.C.
- FENCO

2.45 QUESTIONS AND DISCUSSION

4.3 CORDC Views (cont'd)

3.00 LAND USE CONTROL

Discussion of the control and allocation of land uses for specific functions plus the implementation and control of a regional plan.

- Panel
Mrs. L. Hancey, Chairman
M. Sinclair, Dept. of
Municipal Affairs
Prof. N. Pearson
R.H. Fletcher

4.00 QUESTIONS AND DISCUSSION

4.30 ORGANIZATION OF DISCUSSION GROUPS

Chairmen: L.A. Duby and
C. Beal

7.30 GROUPS REASSEMBLE TO FORMULATE RECOMMENDED
POLICIES

Sunday, November 10, 1968

9.45 GROUP REPORT

10.45 GENERAL DISCUSSION OF REPORT

11.15 FORMULATION OF REGIONAL RECOMMENDATIONS

2.00 REASSEMBLE FOR FINAL WORK SESSION

The workshop discussions together with the papers presented are available in the CORDC files. During these deliberations the CORDC considered the public attitudes and problems as presented by the Executive Director and the Consultant's representative, and judiciously weighed these in the preparation of a Statement on Regional Development, together with their own views and issues. These deliberations were undertaken with the following two specific "Points for Consideration:"

4.3 CORDC Views (cont'd)

- "1. To identify those problems where solutions lie in urban expansion whether the urban units are large or small," and
- "3. To identify those problems which are not closely tied to the urbanization and to recommend solutions."

It is of interest to note, as was discussed at the CORDC Workshop, that the Lake Ontario watershed (within the CORDC boundary) largely contains the area of growth problems, population concentration, CORDC members and coincidentally the location of public meetings. The CORDC did not draw any conclusions at this time from this facet but felt it might have some significance in detailed considerations and determination of regional boundaries and problems.

The following statements summarize the CORDC views:

- (1) The lack of overall planning or development control.

There was unanimous opinion in this regard, subject to some debate as to the shape of the plan and the controls involved which are discussed later.

- (2) Present political boundaries do not necessarily delineate an economic structure, nor are they necessarily conducive to financial stability.

4.3 CORDC Views (cont'd)

- (3) The lack of Regional Authority to propose, implement and review a Regional Plan and the inability to create a relevant tax base.
- (4) The impact of uncoordinated prerogatives held by various special purpose agencies in the Region.

This was expressed as a problem because of the quasi-dictatorial powers of some government agencies to over-rule local opinion and to initiate actions which ultimately might compromise both the best local and regional intentions.

- (5) The present sources of municipal revenue are inadequate for financing expanding municipal services.
- (6) The lack of coordination between the different operations of the Provincial Government Departments.
- (7) The lack of integrated and effective planning controls and the implementation of plans and programs.

4.3 CORDC Views (cont'd)

- (8) The lack of adequate transportation facilities, particularly in the north-south corridor north of Metro-Toronto.

The strong public opinion which was expressed for further transportation considerations in the north-south corridor were endorsed by the CORDC but they do not necessarily imply an order of priority of such services. This could only be substantiated after Regional Planning considerations are complete.

Reference to Drawings No. 3 and No. 4 show hypothetical time travel contours originating at Yonge and Queen and based on the existing and committed freeway system respectively. The hypothesis was based on an uninterrupted speed of 45 m.p.h. It can be observed that a substantial part of the watershed can be reached within 50 minutes. At present, the north-easterly quarter would appear to be somewhat less accessible than the remainder of the region. As can be observed from Drawings No. 3 and No. 4 the committed highway system will improve accessibility in the north-easterly

4.3 CORDC Views (cont'd)

sector whereas the north-westerly sector would show only a slight improvement in accessibility. It is also apparent from these drawings that the present accessibility for the west and east corridors is better than that for the north corridor but that the committed highway system might well eliminate this inequality.

- (9)* The lack of designated rights-of-way for future public service facilities.
- (10) The increasing cost of land.
- (11) The shortage of housing available to the lower income groups.
- (12)* The need to conserve recreational open space in the outer parts of the Region for the expanding population of the Central Core.
- (13)* The lack of tourist facilities as a source of revenue in outer municipalities.
- (14) The inability of municipal finances to developing and maintaining recreational facilities such as local parks.

4.3 CORDC Views (cont'd)

(15) The uncertainty of agricultural pursuits
in the vicinity of urbanized areas.

(16) Increasing water and air pollution in the
Region, (in particular the ultimate
affect on Lake Ontario.)

Points marked with an asterisk did not originate at
public meetings nor appear in the written statements,
but are largely concerns of the CORDC.

The CORDC recognized the complexity and significance of
their task, and further, in light of the time and budget
available they did not deem it necessary nor advisable
to provide detailed recommendations for the brief.
Attempts to offer solutions to these problems have
been confined to statements of recommended actions
which are detailed in Chapter 5.

FORM OF REGIONAL DEVELOPMENT

4.4 MTARTS as Framework

As discussed earlier it was a tenet of this study that,
as a source of both data and conceptual Plans for
Development, the MTARTS reports "Growth and Travel Past
and Present", "Choices for a Growing Region", and
"Transportation for the Regional City - Statement of
Principles and Recommendations" prepared by and on

4.4 MTARTS as Framework (cont'd)

behalf of the Provincial Government would provide the framework for considering alternate forms of Regional Planning structure.

4.5 Public Opinion

At all public meetings the Trends Plan, together with Goals Plans I to IV were discussed and opinions sought as to their merits.

It should be borne in mind that it was not possible to give a reasonable time opportunity for the public to examine these plans in detail and to give due and weighty considerations as to their answers.

At a significant number of occasions members of the public wished the fact to be recorded that they could only express general impressions and opinions at this time. In most meetings a consensus of opinion was not obtained. The public meeting transcripts indicate that insufficient evidence is available to make any definite conclusion as to an initial public preference for any of the MTARTS plans, but there is sufficient evidence to indicate public desire for a Regional Plan.

The written submissions, which permitted more time for deliberation, typically report approval of a MTARTS plan.

4.5 Public Opinion (cont'd)

Significant exceptions came from the urban municipalities of Whitby and Richmond Hill, which favoured none of the Plans and sensibly inferred that Plan selection is a function of Plan testing (in the case of Richmond Hill) and further, that more attention be given to their local problems (in both instances). Strong concern was also expressed at the Pickering meeting where it was felt that opinions on the plans could not be expressed without first some idea of the costs of the alternate plans. The following table summarizing the written submission shall be read in context with the foregoing remarks.

SELECTION OF MTARTS PLANS FROM QUESTIONNAIRES AND BRIEFS

BRIEFS & QUESTIONNAIRES		MTARTS PLANS				
Source		Trends	I	II	III	IV
Town	Acton	MAYOR				I + III
		CHAMBER OF COMMERCE				I or II
Twp.	Nassagaweya	TOWNSHIP		X		
	Reach	TOWNSHIP COMMITTEE OF ADJUSTMENT				
	Scugog	CORPORATION	X			
Vil.	Port Perry	Local Planning Board			X	
		R.W.ORDE		X		
Town	Streetsville	Rotary Club		X		
Twp.	East Whitby	Two Farmers		X		
		Township Spokesmen		X		
		TOWNSHIP		X		
		Anonymous				II or III
Twp.	Pickering	TOWNSHIP				(I or II
						(or I + II
		N.P.Ratepayers Ass'n.				
		Bay Ridges Ratepayers Ass'n.	X			I + II
Town	Richmond Hill	Local Planning Board				
		(no plan preference, but plan should meet local needs)				
	Whitby	TOWN COUNCIL (no acceptable plan)				

Note: For further information or qualification on plan selection refer to C.O.R.D.C. files.

4.6 CORDC Opinion

The CORDC in considering the Form of Regional Development also accepted as part of this charge the second and fifth part of the "Points for Consideration" previously referred to:-

- "2. To recommend specific urban units for specialized functions. In brief, which places can be considered "growth points", and which communities can provide residential accommodation?" (Form of Regional Development,) and
- "5. To recommend measures for control of land uses, both rural and urban".

On due deliberation of the expressions of public opinion in this regard, the CORDC, and with due regard to the professional advice offered by their Executive Director and the Consultants, made their evaluation of MTARTS goals and trend plan.

The Board of Directors could not endorse any of the MTARTS plans but suggest an alternative approach which is considered in Recommendation 1 of Chapter 5 and in point 4 which follows.

Consequently, in light of deliberations referred to in earlier Chapters and in answer to points 2 and 5 above, the CORDC advises as follows:

1. The proceedings of the CORDC Regional Development Review have established an overwhelming support for the implementation of a Plan for Physical and Economic Development, throughout the Region prepared under the authority of the Provincial Government.

4.6 CORDC Opinion (cont'd)

2. At the same time the CORDC did not wish to endorse any of the MTARTS conceptual plans for development.
3. A number of thoughts were expressed on the merits of maintaining farms close to large urban areas as an end in itself. It was not exactly clear how important it is to preserve the farming industry within this Region, but there is no evidence to show that it should be a major factor in a Regional Development Program. I.e. economic forces should dictate the role of agriculture in the Region, nevertheless, where possible, prime farmland should be preserved for production.
4. An alternative concept for Regional Development was proposed by the Board of the CORDC. This consisted of a somewhat more laissez-faire approach to Regional Development than that of the more regimented structures of the Goals Plans of MTARTS. This concept might be described as permitting the Region to grow in an orderly and controlled fashion, but according to the structure of related communities and centres that have an established pattern of growth. This approach recognized the importance of a planning process, with defined plans and effective controls and an implementation authority; but, that each community would be permitted to grow at a rate commensurate with its natural role or standing in the structure of Regional Development.
5. The Council recognized that additional land use controls would be required in the Region before a Development Plan could be implemented. The extent of these controls, however, could not be established within the time allotted to the CORDC. It was concluded nevertheless that attention should be given to such matters as:
 - a) the standardization of land use controls in municipalities within the Region.

4.6 CORDC Opinion (cont'd)

- b) Providing compensation payments to owners whose land values are lowered as a result of changes to the Regional Development Plan.
- c) Levying a charge on land which increases in value as a result of changes to the Regional Development Plan.
- d) The identification of the future use of land in the Region for agriculture with due consideration of changes expected in this industry on a Provincial and national scale.
- d) The protection of amenities in the Region and the control of land suitable for public recreational purposes.
- f) The abatement or reduction of land, water, and air pollution within the Region as can be achieved through the siting of industry and the use of land.
- g) The rehabilitation of abandoned quarries and gravel pits.

Drawing No. 2 indicates the areas and probable order of magnitude of this problem and as can be deduced the three areas where this complaint was most strongly announced, namely Stouffville, Nassagaweya and Vaughan Townships show up as three areas which could be expected to be most affected by continued or new workings.

CHAPTER 5

RECOMMENDATIONS AND PRIORITIES

5.1 Need for Recommendations

The expression of concern in regard to this issue voiced by the Provincial Government is clearly echoed by the public at large outside the Metropolitan Toronto boundary as recorded in this study. These sentiments are also amplified by the CORDC's strong conclusion as to their obvious necessity.

It is important to bear in mind that these recommendations have not been adjusted to accommodate problems and attitudes expressed by public and official spokesmen from Metropolitan Toronto.

5.2 Recommendations

From the previous chapter, and in answer to their directive the CORDC were able to formulate their recommendations as embodied in this chapter.

After due consideration of all relevant matter the Central Ontario Regional Development Council recommends that:

RECOMMENDATION 1: A PLAN TO BE PREPARED FOR THE
DEVELOPMENT OF THE CORDC REGION

Without such a plan for the Hamilton-Toronto-Oshawa conurbation and its hinterland, the Council concludes that the hazards of overcrowding in the central area would become imminent. However, the Council does not

5.2 Recommendations (cont'd)

foresee any necessity for diverting future population growth away from this Region but that the additional growth could be accommodated best in the shadow area beyond the central conurbation at those places with a history of settlement which evidence growth or a propensity to grow.

RECOMMENDATION 2: A PLANNING AUTHORITY FOR THE REGION TO BE ESTABLISHED WHICH REPRESENTS BOTH PROVINCIAL AND LOCAL GOVERNMENT WITHIN THE REGION TOGETHER WITH APPOINTED REPRESENTATIVES FROM BUSINESS, COMMERCE, INDUSTRY AND OTHERS, AND THAT THIS AUTHORITY REPORT TO THE PROVINCIAL GOVERNMENT.

The duties of the Planning Authority would include the following matters:

- a) To prepare and review the REGIONAL DEVELOPMENT PLAN at suitable intervals.
- b) To aid and guide development in the Region for both the private and public sectors including Federal, Provincial and Municipal Government projects.
- c) To undertake and assemble a cost estimate for the Development Program of the Plan and to prepare a list of priorities for this development.
- d) To regulate and adjudicate on matters affecting the adopted REGIONAL DEVELOPMENT PLAN via powers, some of which are presently held by the Provincial Government.

RECOMMENDATION 3: THE ENABLING LEGISLATION FOR THE PLANNING AUTHORITY TO INCLUDE PROVISION OF FUNDS FOR THE ESTABLISHING AND OPERATION OF THIS PLANNING BODY

5.2 Recommendations (cont'd)

- RECOMMENDATION 4: THE SYSTEM OF LOCAL GOVERNMENT ADMINISTRATION TO BE REVIEWED AND AMENDED SO AS TO REDUCE DUPLICATION OF MUNICIPAL EXPENDITURES, ELIMINATE INEQUALITIES OF TAXATION AND PROVIDE ECONOMIC COORDINATED PUBLIC SERVICES ON A REGIONAL BASIS
- RECOMMENDATION 5: THE COORDINATION OF THE MANY DEVELOPMENT PROGRAMS WITHIN THE PROVINCIAL GOVERNMENT TO BE UNDERTAKEN BY A SUITABLE AGENCY WITHIN THE PROVINCIAL GOVERNMENT TO WHOM THE AGENCY SHOULD REPORT
- RECOMMENDATION 6: AT AN EARLY DATE A THOROUGH STUDY TO BE MADE BY THE PLANNING AUTHORITY OF THOSE LAND USE CONTROLS REQUIRED FOR IMPLEMENTING THE DEVELOPMENT PLAN

5.3 Priorities

From the various matters presented in this review, and in addition, in answer to point four of "Points of Consideration":

"To assign priorities concerning solutions to the above mentioned problems over the proposed five-year period 1968-1972. Specifically, what problems should be dealt with in 1969, which in 1970, which in 1971 and which in 1972?"

the CORDC believes that the following items require urgent attention and should be given priority for action within the five-year Regional Development Program.

1. To establish by 1969 the Regional Planning Authority.

5.3 Priorities (cont'd)

2. To commence a Regional Plan and Development Policy in 1969.
3. To establish in 1969 legislative provisions for implementing the Regional Development Plan.
4. To integrate and coordinate by 1969 the actions of agencies of higher levels of government, in particular the Province, to suit the Regional Development Program.

APPENDICES & REFERENCES

- 6.6 Drawings
- 6.8 Commentary on Agriculture

Reference data (6.1 to 6.5 and 6.7) in connection with procedure, participation, categorization of municipalities, edited transcripts of meetings, synopsis of replies to questionnaires and other briefs, papers presented and notes taken at the CORDC workshop, are filed with the CORDC.

Appendix 6.6

Drawings

The following Drawings were used in appraising the validity of local and regional problems.

Dwg. #1	Locations of Public Meetings
#2	Sand and Gravel Pits and Crushed Stone Quarries.
#3	Hypothetical Road Travel Time Contours on Existing Highway System
#4	Hypothetical Road Travel Time Contours on Committed Highway System

Appendix 6.8Commentary on Agriculture (by H. Von Cube
Agricultural Economist - FENCO)

Part of the consultants deliberations consisted of an appraisal of the role of Agriculture in the Region. A short paper on this subject was prepared and is included here as background information:

Agriculture as a Components of Regional Development.

CORDC recognizes agriculture as one of the primary industries of Ontario, the basis of which being increasingly and irreversibly converted to urban uses. The loss of arable land is regretted throughout the region, for reasons other than present day and near future economic ones. The regret is reflected in numerous statements covering a wide spectrum of expression:

"No reputable agricultural economist feels that the loss of the land in this region represents a food crisis." (Stouffville).

"----- was concerned that the gradual reduction in arable farmland might lead to an eventual food problem in Canada or perhaps Ontario". (Port Perry)

"We should carefully locate this area of new population, and try to preserve as much of the prime agricultural land as is possible in order that we can contribute toward the feeding problem that is suggested will occur with the rapid expansion of world population." (East Whitby Township)

"I urge very forcibly that strong representation be made in these reports for the protection of the farmer and industry ----- the need for food will be paramount." (East Whitby Township)

"I would advocate chopping off Metro development east of -----" (Pickering Township)







LOCATIONS OF PUBLIC MEETINGS

DWG. No. 1

Source: C.O.R.D.C. Municipal Pocket Guide, 1967.

Appendix 6.8 (cont'd)

"Preservation of farm land seems to be a principal Point in the MTART report." (Streetsville)

CORDC is aware of society's dependence on plant production necessary for sustaining human life. However, in view of the present and expected advance in technology and the resulting efficiency of food production, particularly in an artificially controlled environment, the importance has been lessened of preserving less productive arable land for agriculture in the region, considering the abundance of land of similar, if not better productive qualities elsewhere in Canada. This view of short range economic development was often voiced in meetings held in the region:

"There are perhaps other areas of the region which are better suited for retention and agricultural context than this part." (East Whitby Township)

"Why retain the land and agriculture?" (Vaughan Township)

"With this farmland around should we hop over it into the next area which is less fruitful agricultural land, instead of expanding as it is. That is leaving a green belt." (Richmond Hill)

"Urban expansion should be directed toward those lands which are non-productive as a first priority". (East Whitby Township)

Even though agricultural production may not be the sole source for sustaining human life, the opinion was frequently expressed that farming as a way of life is an essential ingredient to our social fibre. Farming as a way of life does not necessarily depend on highly productive land. However, the concept proposed is analagous to keeping the

Appendix 6.8 (cont'd)

Indian in a tepee or the Eskimo in an igloo.

Farming as a way of life of the days gone by has only a sentimental value which cannot be protected from the forces of economic law and technology; nor can it be preserved except in a museum such as the Upper Canada Village, or in a zoo. Typical indications of the vanishing traditional farming operation are statements such as:

"The trend in farming seems to be a lost cause." (East Whitby Township)

"Farming cannot subsist in this environment and economy". (Pickering Township)

"I would think that the small farmers' days are over". (Port Perry)

CORDC subscribes to the forces of economic law. Since industrial enterprises usually can afford to pay higher prices for land than the farmer, agricultural land will be converted to urban use whenever the price is right. The conversion is accelerated where farmers lack the opportunity to assemble larger tracts of arable land to utilize efficiently their capital investment in building and machinery. A solution to the problem of consolidated landholdings in step with the changing technology is in most cases out of the farmer's reach.

"Other small fruit farmers are dropping out and being replaced by large fruit farms". (Port Perry)

"If this (losing money on it) is the case on a large specialized farm, how can a 100-acre farmer come out well?" (East Whitby)

Appendix 6.8 (cont'd)

"It is difficult to see how anyone can buy and run a farm on a profit basis today in this area".
(East Whitby)

"Trend is to large farms". (East Whitby)

"It is people with money who are going to collect parts of land and produce farm produce on an industrial type basis". (Port Perry)

This statement also clearly implies that a major limitation to agricultural progress is to be found in the ability of the farmer himself to operate a farm like a larger industrial concern.

Higher expenditures per worker in agriculture are ultimately restrained by climate and soils conditions. Even on larger farms the farmer cannot break the barriers set by climate that limits conventional agricultural production to one or two crops per year. Latest advances in environmental control lead to expect that the climatic barrier can be broken economically, provided the farmer possesses the physical and mental agility.

CORDC only reluctantly endorses the conversion of good agricultural land to urban use, and rather prefers conversion of arable land of lesser quality. However, the required zoning decisions to achieve such selectivity were felt as an imposition on the farmer.

The complexity of agricultural production does not offer a simple solution. Increasing land value and the increasing need for larger farms demand even higher capital investment

Appendix 6.8 (cont'd)

per acre than the agricultural entrepreneur is willing to risk, in particular in a period of a rapidly changing technology.

Mechanization, so far a most effective lever to increased productivity in terms of output per man hour, is limited by farm size. Increased farm production on large farms meets with low market prices for produce which depresses the return per acre, thus rendering the undersized farm uneconomical.

"In '49 we got \$2.25 for wheat; today we get \$1.50. Then a tractor cost \$2,000; today it costs over \$5,000". (East Whitby Township)

"In '48 it (tractor) would have cost them 5 cows; today it costs 15 cows and it costs them even more to raise a cow now than it did then".

"In 1948 I made a good living from the farm, better than the average industrial worker, but now I am living off the farm's depreciation". (East Whitby Township)

Landlocked on a too small a holding coupled with a rapidly progressing change in technology and rising labour costs, the farmer is petrified by the risk he is to take should he try to make a living in farming. He follows a clearly discernible path of minimum resistance out of his dilemma by first part-time farming, seeking supplementary income in the nearby industry of the urban area. With diminishing capital investment and expenditure for machinery and crop yields the agricultural production per acre and per man hour decreases in the region which subsequently converts from a part-time farming area to a rural residential one.

Appendix 6.8 (cont'd)

"Fewer than 10% of the farms are being farmed on full-time basis. The main problem in farming today is the competing opportunity, particularly in this region, represented by General Motors Corporation in Oshawa. Only in the more remote parts of the Province can farm labour be easily obtained". (East Whitby Township)

"There is no future in farming". (Reach Township)

"No difficulty in recruiting labour for the recently opened factory". (Port Perry)

"75% of the farmers are on part-time production. Part-time farming is not as efficient as full time for obvious reasons". (East Whitby Township)

Farm labour set free by either mechanization or discontinuation of farm operation finds sufficient opportunities of employment in the nearby industry or other urban establishments. The farmer relies heavily on the capital gain possible to materialize in the sale of land to developers.

"Most farmers in this area, at present, are anticipating a capital gain on their land, due to its location and speculative environment". (East Whitby Township)

"Plan would assist in preserving some of the prime land in this area". (East Whitby Township)

"A lack of direction and planning for the necessary steps and mechanisms to make a regional plan come about".

Thus the conversion of agricultural land to urban use does not seem to impose any economic hardship upon the farming population. It would rather appear that an increase in mobility, particular adoption to the industrial environment would ease the problem of consolidating holdings for the part of the farm population possessing the physical and mental agility to be successful in agriculture. Part of such

Appendix 6.8 (cont'd)

increase in mobility and consolidation of holdings would be achieved in a firm regional plan eliminating the uncertainty of the future for the agricultural industry.

